The COMPASS

AMERICAN · ASSOCIATION · OF · SOCIAL · WORKERS

130 E. 22d St. · New York City

FEBRUARY, 1937 VOLUME XVIII, NUMBER 5

DELEGATE CONFERENCE

PROGRAM PLAN

HISTORICAL DEVELOPMENT OF
THE CONFERENCE

Social Work Reports from Flood Area

Placement in the Social Work Field as Reported by Joint Vocational Service

---

Analysis of Membership Intake for 1936
Relationship of AASW to Other Social Work Agencies
Specifications for Public Welfare Positions

Boston Salary and Training Study, Relief Commission Reports,
Chicago United Charities Retirement Plan

Delegate Conference on Radio, SATURDAY, FEBRUARY 20 at 2:30 P.M. (E.S.T.) Special Discussion Program over Columbia Broadcasting System and Affiliated Stations.

Delegate Conference Program

Washington, D. C., February 19, 20, 21
Mayflower Hotel

Theme: PROFESSIONAL SOCIAL WORK FACTORS IN THE TRANSITION FROM EMERGENCY TO MORE STABLE AND PERMANENT PROGRAM.

Friday, Feb. 19, 10 a.m. to 5 p.m.

Morning Session
Registration
Opening Remarks by AASW President
Presentation of the government and relief situation

Afternoon Session
Discussion of questions opened up in morning session.

Saturday, Feb. 20, 10 a.m. to 5 p.m.

Morning Session
Papers on the professional issues in social action, public administration, and social work practice.

Afternoon Session
Discussion of questions opened up in morning session.
(There will be no evening plenary session of the Conference. There will be a dinner meeting of Chapter Chairmen; also opportunity for group discussions which may be initiated.)

Sunday, Feb. 21, 10 a.m. to 5 p.m.

Morning Session
Presentation and discussion of principles of employment practices for social workers.

Afternoon Session
Summary of Conference Discussion.

PLANS for the 1937 AASW Conference are being made on the theme that the profession should undertake to examine its competence, its material and the various problems relating to social work organization for the purpose of discovering ways in which present inadequacies, lacks and organization faults may be improved or corrected. This is all directed to the end of developing a greater effectiveness in the marshalling and interpretation of social work material bearing on social problems, and it is also related to the development of the profession as a more effective and cohesive force.

As in recent years, the Conference is confronted immediately with problems involved in current federal welfare policies, particularly as to relief, and as to organization of departments and services. The Conference, it is hoped, will prove an opportunity for the Association membership, figuratively speaking, to arrive at certain major decisions as to social work experience and evidence which is pertinent to the problems involved in these current governmental policies. On the assumption, however, that the effectiveness of professional evidence is in proportion to its ability to produce and interpret data which are not available otherwise, it is suggested that the capacity of social work to function in this respect should be one of the major concerns of the Conference. The theme of the Conference might be said therefore to be that of opening up, on what we may have to admit is a purely exploratory basis, the questions which we as professional social workers need to raise, study and progressively reformulate as to function, future development and scope of the professional program during the next few years—we might call it a five year plan. This kind of activity is concerned with identifying and strengthening the professional underpinning on which all current activities always have to draw.

METHOD OF THE CONFERENCE

With several subjects on the Conference program which have not been under discussion in the previous Conferences, plans for the program provide that the bulk of the time will be reserved for open discussion on the part of the Conference members. This signifies the difference between the situation this year and a year ago. The 1936 Conference was used for the purpose of summarizing previous Conference discussions on the general subject of federal relief and for the purpose of building a record of the supporting arguments for the Association's program on which fairly general agreement had been demonstrated in earlier sessions by the discussion process. By means of that Conference the program and the supporting arguments were put into the record and this record has had wide use and influence.

Suggestions for amendments to and adaptations of the program which was developed a year ago and suggestions of ways in which the profession of social work may address itself to some of its own problems of organization and

interpretation, it is assumed, are at the stage when discussion by the whole Conference is needed.

As in the case of the first Conference in 1934, an effort will be made to present some of the general propositions concerning both immediate legislative matters and general professional matters which have come to the surface in chapter and committee activities. It is hoped that such discussion will stimulate the Association's program for the ensuing months both in chapters and in national committees, etc., in the same way as earlier Conferences have.

ORDER OF DISCUSSION

The general plans for the Conference, therefore, would include the following:

Friday, February 19th

The general explanation of the Conference purpose and program by the President, Linton B. Swift, following such preliminaries as may be necessary.

The Association's program relating to relief and public welfare in the light of current evidence.

Reporting for the Division on Government and Social Work to which is assigned the responsibility for the development of the Association's program in relation to, and in carrying out, through negotiations and otherwise, the formulated activities of the Association in respect to government programs. The outline of this discussion is not available but some of the points which might be raised in this discussion are:

A recapitulation of the position which the Association has taken in regard to present programs, as incorporated in the "Outline for a Federal Assistance Program," cuts in W.P.A., etc.

Current needs and what they imply as to changes in present provisions.

Suggestions as to tactics and procedure, in relation to the extent to which there are opportunities to get a hearing on the need for changes. Some comment on the New Jersey Survey, the Study of 25 states, Chicago and Illinois Chapter survey, etc., as examples of method of getting attention to existing needs.

Noting the kinds of facts not available and referring to the need of additional data from social work operations bearing on more adequate and convincing interpretation of needs, etc.

Indications from this situation which point to the need for a broad and thorough study by some authoritative commission of the whole problem of relief and its relation to unemployment and other causes of need.

The examination of other immediate propositions such as the possibility of securing security benefits for periods of unemployment caused by illness, etc., and possibly other amendments to the Security Act relating to coverage and adequacies of the various provisions.

The factors of principal significance to social work in connection with the proposed reorganization of federal services.

Professional factors in relief

It is suggested that a paper should cover some of the general points concerning certain background social work questions which provide a setting for our future concern with broad relief programs. . . . The problem presented by the expectation of continuing unemployment on the one hand and the community attitude toward work on the other. . . . Some of the programs combining work and relief, and factors of relief load mobility, turnover, standards, etc., in relation to private industry, wages, etc. . . . This does not need to be definitive or an exhaustive analysis but rather written in terms of suggesting some of the problems that surround relief promotion and some of the kinds of information which would be instrumental in developing a workable understanding and more stable and adequate measures.

General discussion of relief and government programs.

Abstracts might be submitted some days in advance of the Conference on the basis of which the discussion leader might select certain general questions or division of the total subject matter which could be sorted out and put up for discussion.

It is thought that this discussion would take the full afternoon of the first day and reservation has been made for the meeting room for that evening. It would be possible to break the responsibility for leadership of both afternoon and evening discussions and to assign part of the responsibility to others if that were too much for one person.

It would be possible to have certain kinds of brief preparation available to cover certain types of subject, such as: some critical analysis of current statistics and the gaps in them; someone from the Federal committees to discuss certain parts of the proposed reorganization program, etc.; the problem of relief in the states—brief reports from a few states to be selected on the basis of the current inquiry being made by the Association. In this way the discussion leader would be equipped to call, at times, on persons prepared to open up particular parts of the subject.

Saturday, February 20th

An examination of social action as professional function

By the nature of a professional organization what defines and limits the kind of action to be taken? Questions of how to build professional social action around social work observation and experience in practice, rather than building it out of economic or other system per se. Questions of rich social work data which should emerge in support of declarations of need. What is shown in social work experience that makes predictable what will happen to the human factor when provisions and purposes do not meet needs. A philosophy of professional social action contrasted with individual private tolerance. Facts which can be made the subject matter of professional education and discipline in contrast to professionally irresponsible choice of opinion.

Other channels of activity on social questions exist which are not subject to a special professional responsibility. Use of these channels of special and different

activities on identical or different subjects. Range of interests and activities open to individual professional social workers.

Administration and the professional function

Administration, a professional or extra-professional function? Administration, defined as an enabling function inextricably related to the practice functions and therefore grounded in the same professional training and experience. The function of administration with relation to the meaning and limitations inherent in professional educational discipline and inherent again in staff education. The factors in the whole problem of incorporating into professional education the experience of professional practice and of relating principles and procedures to each other. Questions as to whether these factors may be identical with the factors in current problems of training and personnel for large permanent public welfare programs.

Professional social work responsibility for sponsorship and support of its practice under public and private auspices.

The need to develop professional controls for social work practice. Questions of professional problems inherent in agency competition and the process of gaining lay sponsorship and support. The generic quality of the social work function. Social work's responsibility for interpretation of its function and practice. The nature of the external controls of social work practice as they relate themselves to lay sponsorship and support; social work's function in this connection. Questions of expansion beyond capacity of natural support. Professional issues in the problem of gauging total needs and resources.

President professional problems of social work

Some definitions of what are to be considered professional problems of today; the relationship between function and professional education; definition and boundaries of problems that block professional progress in different functional areas in social work; boundaries between professional and pre-professional and between professional and extra-professional operations today. The problem of education for persons in the field whose functions are not professionally defined in relation to personnel standards.

Discussion of foregoing papers

(Remainder of the afternoon)

(No plenary session of the Conference has been scheduled for Saturday evening. A dinner-meeting of Chapter Chairmen has been scheduled for that evening. Also there will be opportunity for other special discussions as they may be initiated.)

Sunday, February 21st

Principles in the tentative AASW Statement of Standard Employment Practices for Social Workers (published in January issue of The Compass).

Basic agreements in the interest of a professional service and the range of personnel engaging in that service; attempt to suggest norms—uses of norms, etc.; factors which experience has shown to be important minimum conditions which suggest themselves.

Discussion

Summary of the Conference Discussion

HISTORICAL DEVELOPMENT OF THE DELEGATE CONFERENCE

THOMAS H. HOARE

ON Friday, February 19th, delegates from 77 chapters and state councils will assemble in Washington for the fourth annual Delegate Conference of the AASW. Among the 1937 delegates there may be some who participated in the first conference in 1934, and there will be some who are attending their first session. How many of the 1937 delegates and readers of *The Compass* recall all the events that led up to the decision to hold a delegate conference in 1934?

How many recall the session of the Executive Committee at Cleveland in 1930 when a public statement was issued on the subject of unemployment and relief? How many remember the Commission on Unemployment authorized at the annual meeting of the AASW in session at the time of the 1931 National Conference of Social Work? How many remember the salient points of the report of this Commission? How many of the chapter chairmen recall the questionnaire on the need for federal relief circulated during August 1931, or the content of chapter opinion on this subject?

How much do members recall of the activities of the Social Work Conference on Federal Action? The Steering Committee of this group? The hearings before the Sub-Committee on Manufactures in the Senate? The defeat of the first Costigan-La Follette bill? And chapter voting on the question of supporting the measure?

Although these incidents were vital issues five years ago there are probably very few members who could recall from memory their sequence or significance or their relation to the first delegate conference. The files of the national office reveal, however, that these activities did influence to some degree the thinking of the Executive Committee and that the calling of the first

conference was a logical next step rather than a coincidence.

Glancing back through *The Compass* files, there can be found a thread running through these incidents which continues unbroken up to the point when the first announcement of the 1934 delegate conference was made.

We find, for example, in the December, 1932 issue of *The Compass* an article headed "Federal Action on Unemployment" which describes the appointment of a Committee on Federal Action on Unemployment by the Executive Committee of the AASW. Actually, this was not a new committee but an old one with a new name, for the article reveals that its members were those who had served on the Steering Committee on Federal Action, which had studied the question of federal relief the year before. Members of the new committee were: Linton B. Swift, chairman, Benson Y. Landis, Frank Bane, Allen Burns, C. C. Carstens, Joanna C. Colcord, Helen Crosby, David H. Holbrook, Paul U. Kellogg, Harry L. Lurie, Rev. John O'Grady, Helen Hall, Ralph G. Hurlin, Walter West and Stanley Davies.

The purpose of the committee was "to study the problem of federal action, assemble data on relief needs, resources and methods of administration, and to make its material available to anyone who wished to use it."

The committee assembled material which was presented at hearings before a sub-committee of the Committee on Manufactures in the Senate hearing during January, 1933. This committee was staging hearings on the Costigan-LaFollette Bill which provided for "cooperation of the federal government with the several states in relieving hardship and suffering caused by unemployment by setting up a Federal Emergency Relief Board to administer a fund of $500,000,000."

In 1933, this committee called a conference on National Economic Objectives April 22nd, at which representatives of such organizations as the Amalgamated Clothing Workers, National Consumers League, National Child Labor Committee, Industrial Relations Counselors, and the National Municipal League, in addition to the members of the committee, discussed such subjects as men's work and wages, women's work and wages, unemployment insurance, employment exchanges, social securities, and public financing of a social program.

At a meeting of the Executive Committee, November, 1933, the Committee on Federal Action on Unemployment submitted a report recommending that the range of interest and activity of the committee be broadened—"recognizing," the report said, "that the active program during the past two years had stimulated the need for an adequate federal relief program," pointing out that the picture was changed. The FERA was in operation and since the Conference on National Economic Objectives held in April several of the measures discussed, such as the NRA, had been incorporated into federal programs.

The report pointed out the need for formulating a comprehensive and continuing governmental program, dealing with and tying together necessary relief, pension, civil works, employment office and unemployment insurance programs, studies of such subjects as commissaries, standards of public welfare administration, public housing, subsistence homesteads, etc.

The Executive Committee accepted the report and authorized the change of name of the committee to The Committee on Federal Action in Social Welfare, in the light of its broader area of activity.

The following assignment was given the newly titled committee by the Executive Committee:

"The functions in general shall be to gather and analyse the experience and information of social workers upon federal government activities and related state government activities which the committee deems most significant to the whole field of social work; to interpret its material to the appropriate governmental and private organizations; and to secure participation in the whole process from the chapters and membership of the whole Association."

One month later, the December issue of *The Compass* contained an announcement entitled: "The AASW calls a Conference." The lead paragraph was as follows: "Governmental Objectives for Social Work is the theme of a conference called for February 15-16-17, 1934."

Stanley Davies, President of the Association is quoted as follows on the reasons for calling

THE COMPASS
Published monthly except September by
AMERICAN ASSOCIATION OF SOCIAL WORKERS
130 EAST 22ND STREET NEW YORK, N. Y.
VOLUME XVIII NUMBER 5

Officers
Linton B. Swift, *Pres.* Grace Abbott, *3rd V-Pres.*
Harry Greenstein, *1st V-Pres.* Leah H. Feder, *Sec.*
Martha A. Chickering, *2nd V-Pres.*
Stanton M. Strawson, *Treas.*
Walter West.....*Executive Secretary*
Florence Taylor.....*Editor, The Compass*

Entered as second-class matter at the post office in New York, N. Y., under the Act of August 24, 1912
Acceptance for mailing at the special rate of postage provided for in Section 1103, Act of October 3, 1917, authorized June 28, 1924.
Subscription: Non-Members $1.00 per annum. Subscription of members of the Association included in annual dues.

the conference:

"1. Matters of utmost importance to state and federal social work programs will be coming to a head with the opening weeks of the next Congress. The leadership and initiative in organization of social forces has been taken by the federal government, and practically every social work program in the United States will be vitally concerned and affected by policies developed during the coming months.

"Both the particular measures which will be up for inclusion in the recovery program and the more far-reaching programs looking toward the organization and correlation of governmental services on a more permanent basis are issues on which social workers have unusual opportunity to make effective contributions.

"2. Formulation of a broad program of this character cannot be done locally, nor can any program by individual social workers carry the weight which the contribution of the profession deserves. To have weight and reality the program must be based on the thinking and professional experience of the membership.

"For a national Association of 8,000 members, the AASW is singularly handicapped by the lack of opportunities to consult its membership. Its only national meetings are sandwiched into the brief space of less than two hours a year at the National Conference. When time is not pressing, exchange of opinion, after a fashion, may be secured through *The Compass*, correspondence, and other means at hand. On legislative measures, obviously, and when programs are being developed as rapidly as at present, the time element is vital. Furthermore, there has been little national discussion among social workers of the basic principles involved in many of the subjects on the agenda. The proposed Conference, while experimental, would appear to add much to the likelihood that social workers will function effectively as a professional group in matters recognized as of first importance.

"The Planning Committee for the Conference consists of Stanley Davies, chairman; Grace Abbott, Margaret Byington, Helen Crosby, Ruth Taylor, Jane Hoey, William Hodson, Philip Klein, Karl deSchweinitz, Linton Swift and Walter West. The Washington Chapter will be asked to assist with the local arrangements."

Although no mention of the Committee on Federal Action in Social Welfare is made in the article describing the decision of the Executive Committee to call the conference (except a notation to the effect that "any reports from subcommittees of the Committee on Federal Action bearing on subjects under discussion will also be distributed to Conference Delegates"), there is every indication that the activities of this committee influenced in some degree the decision of the Executive Committee to experiment with a delegate meeting devoted to a discussion of critical issues.

Walter West recalls that during the time when the idea of a conference was being discussed informally, it was Grace Abbott who supplied the spark that transferred discussion into action. According to Mr. West, Miss Abbott who had attended a convention of the American Federation of Labor, called at the office to discuss some Association matters during the course of which she described the sessions of the Federation. She had been impressed, she said, by the method used to create a discussion session, describing the conference room set up with tables at which the delegates were seated, each with a portfolio of pertinent material, writing equipment, etc., in front of him. "I wish that we could have such a session," she said, "with some real discussion of the current relief situation."

This wish was fulfilled February 16, 1934, when Stanley Davies called delegates from 45 chapters to order in the Mayflower Hotel and the initial session of the first annual delegate conference began. While the method of the annual conference has undergone some changes and modifications, the plan of seating delegates at tables and supplying each delegate with pertinent background material in a handy portfolio has remained the standard setting for the annual sessions.

Led by such speakers and discussion leaders as Harry Hopkins, Federal Emergency Relief Administrator; Robert Kohn and Eugene Klaber of the Division of Housing of the Public Works Administration; Arthur Dunham, Public Charities Aid Association of Pennsylvania; Harry Lurie, Bureau of Jewish Social Research, New York City; Edith Abbott, University of Chicago, The Graduate School of Social Service Administration; Frank Persons, Director of the United States Employment Service; Kenneth L. M. Pray, of the Pennsylvania School of Social Work; and the Reverend Francis J. Haas, Director of the National Catholic School of Social Service, Washington, also a member of the Labor and Advisory Board of the National Recovery Administration, the delegates settled down to a serious contemplation and discussion of the operation of the FERA, discontinuation of CWA, the transient problem and program, child labor, the merit system, public works, housing and slum clearance.

At the conclusion of discussions delegates went on record as agreed upon the following:

1. Immediate and long-time substitution by the federal government of cash relief for relief in kind in amounts sufficient to include provision for food, fuel, shelter, health, light, clothing and household supplies. The Federal Emergency Relief Administration was urged to require, as a general policy, states handling federal funds to substitute cash relief for relief in kind.

2. The government was urged to work out other methods of utilizing surplus food products than to distribute such products to families on relief. (This distribution, delegates stated, had already caused serious social and administrative difficulties.)

3. The Conference endorsed the Federal Emergency Relief Administration's program for caring for transients and suggested the following points for consideration: provision of federal funds for hospital care for transients; the reduction of mass care by giving employment through the Transient Bureaus, the Civilian Conservation Corps, or the Civil Works project so that transients can provide their own food and shelter; the eligibility of transients to workmen's compensation; and an integrated program for the care of local homeless and transient persons as a means of improving standards of care for both groups.

4. Adoption of the child labor amendment.

5. That the principles of the merit system be exercised by government officials in appointing social workers to jobs.

6. That the principle of fair wage rates established for the Public Works program be conserved.

7. That housing is the most socially useful element in the Public Works program.

The *Social Service Review* in its account of the conference said in part:

"There is only time as the *Review* goes to press to record briefly the important meeting called by the American Association of Social Workers in Washington, February 17-18, to discuss 'Governmental Objectives of Social Work.' The meeting might even be called momentous because it so clearly marked a definite break with some old traditions that have been gradually disappearing not only in some of the chapters of the Association but in the whole organization since the dark days of the depression began to multiply social work problems with such recurrent exigency. In its early days there was danger that the Association might be too much like a narrow kind of trade-union, chiefly concerned about the working conditions of its own members and their immediate interests, rather than the formulation of public policies that promise to give service and to bring about a higher standard of life for the great mass of people. Social workers should, of course, be concerned about working hours, vacations, and salaries in the profession, but they must first of all be concerned about those in whose service they are professionally enlisted. The old tradition of the National Conference of Social Work was that the delegates should carefully refrain from any public declaration of policy in the name of the Conference. The underlying assumption was that the objectives of the social worker could not be defined with scientific clarity and that there were always likely to be opinions of equal value on both sides of any question of social policy.

"Carefully prepared memoranda were circulated in advance of the Washington meeting, and the discussion throughout was thoughtful and illuminating. For example, one of the most exigent subjects dealt with was the threatened end of civil works. . . .

"The Washington meeting, in many ways, constitutes a landmark in our professional history. In a time of national crisis, the delegates of the Association accepted their responsibility in regard to national planning and the necessity of formulating clearly the governmental objectives in social welfare. There is assurance that clear thinking to formulate policies that are in the interests of the poor clients whose case and cause we represent and courage to defend these policies should be a part of the new tradition that is in the making."

Full proof that the *Social Service Review* did not exaggerate the significance of the conference is evidenced by the volume of reports received by the national office of membership and chapter activity and discussions of chapter committees which developed around the conference program before and after the conference sessions. This has been characteristic of succeeding conferences up to the present time.

St. Louis County Plans Retrenchment

Cash Relief May Be Abolished

According to the *Post-Dispatch*, St. Louis county officials are considering the abolishment of cash relief for so-called unemployables and the substitution of a commissary system to provide assistance for this group. This is another example of a return to out-dated practices by local officials since the withdrawal of the federal government from participation in direct relief.

The *Post-Dispatch* article, dated January 19, states in part:

"A drastic revision in the method of administering relief to unemployables was announced today by the St. Louis County Court as the first step in its program to cut expenditures for charitable services, the total cost of which exceeded $511,000 during 1936.

"The program as outlined to a *Post-Dispatch* reporter by County Judge William Lauer, includes the abolition of cash relief grants to county unemployables, the limitation of the County Hospital to the admission of charity patients only, removal of county wards from private to state institutions for specialized care, establishment of a county home for the aged infirm, and the creation of a department of public charities to investigate the financial condition and need of all applicants for relief and institutional care at the expense of the county.

"Cash will no longer be given to unemployables, Lauer said. Instead, the county will furnish the needy with food, clothing, fuel and medical care only, and this only after a thorough investigation of the resources of each applicant by competent social workers who afterward will contact the county wards regularly to keep apprised of the actual conditions of each case and of changes in economic conditions of relatives who ordinarily should be responsible for the care of the unemployables . . ."

AASW MEMBERS IN FLOOD AREAS ENLISTED FOR EMERGENCY SERVICE

As flood waters swept over banks and levees along the Ohio and Mississippi river valleys, social workers in cities and towns in the danger zone mobilized to provide emergency shelter and care for the hundreds of thousands of men, women and children made homeless by the rising waters.

Loaned by public and private agencies for united service under Red Cross direction, local social workers swelled the ranks of Red Cross disaster workers, utilizing every available resource to allay suffering of refugees. Cryptic telegrams in answer to a query from the national office tell a dramatic story of the part played by social workers and public health nurses in Louisville, Cincinnati, Memphis, Wheeling and other inundated areas in the flood zone.

Helene Smith, reporting from Indianapolis, wires:

PENDING COMPLETION NATIONAL RED CROSS PLANS PUBLIC AND PRIVATE AGENCY SOCIAL WORKERS WERE LOANED TO ASSIST IN FLOOD EMERGENCY. SOCIAL WORKERS BEING USED IN REGISTERING REFUGEES EVACUATED FROM OHIO RIVER TOWNS. HAVE SUPERVISED ACTIVITIES IN REFUGEES CONCENTRATION POINTS. HAVE ASSISTED IN NOTIFYING RELATIVES OF LOCATION OF REFUGEES AND IN LOCATING PRIVATE HOMES FOR THE CARE OF SOME. STAFF GOVERNORS COMMISSION UNEMPLOYMENT RELIEF WILL DETERMINE ELABORATION FOR WPA AND MAY BE LOANED FOR OTHER SERVICES. REHABILITATION PLANS IN FORMATIVE STAGE AS REFUGEES ARE STILL COMING OUT OF FLOOD AREA.

From Wheeling, West Virginia, Jane I. Houser reports:

DURING FLOOD EMERGENCY DEPARTMENT PUBLIC ASSISTANCE ASSUMED RESPONSIBILITY FOR PEOPLE MAROONED IN THEIR HOMES. THIRTY VISITORS AND THREE CASE WORKERS CARRIED FOOD FUEL MEDICAL SUPPLIES CLOTHING BY BOAT TO STRANDED FAMILIES FOR NINE DAYS. WORKED LATE INTO NIGHT IN REFUGEE SHELTERS. CASE WORKERS FROM FAMILY SERVICE ASSOCIATION WERE ON DUTY FROM MORNING TO MIDNIGHT TO GIVE HOMELESS PERSONS AND FAMILIES INDIVIDUAL SERVICE WHICH THEY NEEDED AND WHICH COULD NOT BE PROVIDED FOR IN MASS RELIEF PROGRAM. THIS SERVICE REQUIRED TWO CASE WORKERS FOR EVERY 300 OR 400 REFUGEES. REHABILITATION WORK TAKEN OVER COMPLETELY BY NATIONAL RED CROSS. LOCAL SOCIAL WORKERS NOT USED.

As flood waters recede in Louisville, Kentucky, the first steps toward rehabilitation are being taken. Louise Wood describes the situation in these words:

WITHOUT DRAMATICS QUIETLY AND UNCEASINGLY SOCIAL WORKERS FIRST MOBILIZED UNDER DEPARTMENT OF WELFARE CARRIED OUT EVERY ASSIGNMENT. FIRST MOVED FAMILIES THEN OPENED RELIEF CENTERS. SALVATION ARMY AND NEIGHBORHOOD HOUSE SETTLEMENT CAME TO THE RESCUE SERVING THOUSANDS OF MEALS DAILY TO REFUGEE AND RELIEF WORKERS DOWNTOWN AREA. SOCIAL WORKERS ALL UNITED UNDER RED CROSS TO SERVE REFUGEES BOTH IN SHELTERS AND OUTSIDE. PLAN FOR REHABILITATION WILL COME LATER AS EXPENSE OF DAMAGE TO HOMES IN FLOODED AREAS UNKNOWN.

In Cincinnati, one of the hardest hit of the large cities, rehabilitation plans are already going forward, according to Fred Hoehler and Robert C. Goodwin, who wire:

SOCIAL AGENCIES CINCINNATI AREA UNITED UNDER RED CROSS WITH SUPPLEMENT FROM NATIONAL RED CROSS STAFF FOR ADEQUATE HANDLING SOCIAL WORK PROBLEMS. ESTIMATED NUMBER OF SOCIAL WORKERS FOUR HUNDRED. REHABILITATION UNDER LOCAL COMMITTEE INCLUDING BOOKMAN DYKSTRA GOODWIN AND RED CROSS OFFICIALS. DISCUSSION THIS MORNING OF COMPLETE PROBLEM INDICATED KNOWLEDGE OF FACTORS INVOLVED. REHABILITATION WORK BEGINNING PROMPTLY. CLEANUP NOW. OTHER REHABILITATION PROBLEMS WITHIN WEEK. PRIVATE AND PUBLIC AGENCIES IN FULL ACCORD PROGRAM OUTLINED LOCAL COMMITTEE. DETAILS LATER.

Housing and transporting refugees in Memphis, Tennessee, involving hospitalization requires long hours of duty by Memphis social workers, according to a report from that area from Mrs. Calvin Conner, who wired:

FOR PAST EIGHT DAYS LOCAL SOCIAL WORKERS HAVE COOPERATED IN HANDLING EMERGENCY PENDING SETUP OF NATIONAL RED CROSS. ATTENTION CONCENTRATED ON REMOVING LOCAL FAMILIES FROM HIGH WATER, EMERGENCY HOUSING AND FEEDING OF REFUGEES FROM OUTSIDE. SOCIAL WORKERS WERE DETAILED TO RAILWAY AND BUS STATIONS TO MEET ALL INCOMING REFUGEES ARRANGING TRANSPORTATION TO RELATIVES IN NEARBY TOWNS ABLE TO RECEIVE THEM, SENDING OTHERS TO HOUSING QUARTERS FOR REFUGEES. NECESSARY TO HAVE SOCIAL WORKERS ON DUTY ALL THE TIME. WE NEVER KNEW WHETHER WE WOULD RECEIVE FIFTEEN HUNDRED REFUGEES OR TWO HUNDRED ON TRAINS COMING IN. MANY NEEDED IMMEDIATE HOSPITALIZATION DUE TO EXPOSURE AND TYPHOID. FEW TRAINS NOW. ARMY IN CHARGE OF MOVEMENT OF REFUGEES. MANY GOING TO CAMPS NEARBY. CREST NOT EXPECTED FOR WEEK OR TEN DAYS. REFUGEE LOAD INCREASING FOR PROBABLY TWO OR THREE WEEKS LONGER. REHABILITATION PLANS CANNOT BE STARTED UNTIL THEN. PUBLIC BUILDINGS SUCH AS SCHOOLS NOW USED FOR HOUSING AND EMERGENCY HOSPITALS. LOCAL AGENCIES COOPERATING WITH NATIONAL DISASTER STAFF BY LENDING WORKERS PREPARING FOR CRISIS EXPECTED.

In Arkansas, where residents await the crest of the flood with anxiety, Erle Chambers describes plans for evacuation in the event levees should break. His wire gives a graphic picture of the tense situation in these words:

RE YOUR TELEGRAM FLOOD SITUATION IN MISSISSIPPI COUNTY AND PLACES IN EAST ARKANSAS SERIOUS BUT THE WORST IS PERHAPS A WEEK OFF IF THE LEVEES BELOW HELENA DON'T HOLD. MEANTIME EVERY SOCIAL WORKER AND NURSE AVAILABLE FOR DISASTER RELIEF IS IN THE FIELD. MILITARY AUTHORITIES STATE THAT COMPLETE EVACUATION OF THREATENED AREA CAN BE MADE ON A FEW HOURS NOTICE. NO UNUSUAL SICKNESS EXCEPT WE UNDERSTAND FLU AND PNEUMONIA RAGING AMONG REFUGEES AT MEMPHIS. LITTLE ROCK AREA NOT AFFECTED AND ABLE TO MEET DEMANDS IN HOUSING REFUGEES. CANNOT GIVE DEFINITE DETAILS OF PLANS FOR REHABILITATION. ALL LOCAL INTEREST CENTERED ON MEETING PROSPECTIVE EMERGENCY SHOULD LEVEE BREAK.

ACTIVITY IN THE PLACEMENT FIELD

PROBLEM OF MATCHING CANDIDATES AND JOBS

"Demonstrated capacity to do casework and the ability to interpret the job to the community." These specifications appear again and again in letters to the Joint Vocational Service from public agency executives seeking personnel, the records of the JVS for 1936 reveal.

This is a new trend, JVS executives say, which became noticeable about a year ago. During the period when emergency agencies were expanding, the most sought after skill was described as "administrative ability," with case work training and experience a secondary consideration. This renewed recognition of the value of case work training and experience and the realization of the importance of securing a better understanding of public social work operation and objectives is a healthy trend which should result in better personnel standards in both the public and private field.

It is an axiom in placement agencies that there are always more jobs available than there are eligible candidates. This statement is frequently challenged, but seldom successfully. It is not a numerical scarcity of candidates but a scarcity of eligible and available candidates that creates this peculiar condition.

In discussing this matter, Miss Lillian Quinn, director of JVS explained: "Our problem is to effect as far as possible a perfect match between a job and a person available to accept a job. We necessarily depend upon the executive seeking a candidate for a description of the job, salary range, and a listing of the kind of skills which the executive considers necessary for competent performance.

"When we have secured a satisfactory bill of particulars from the prospective employer we make every effort to locate a candidate who fits the specifications from the point of view of education, training, experience, personality and skills. It isn't always an easy job. In terms of numbers of candidates available we have no difficulty—it is finding the right person for a particular job that creates a problem."

"For example, residence requirements that stipulate that candidates must have a legal residence in a particular state or county, complicate the problem. We may have several candidates who meet all other specifications, but cannot meet the residence requirement. Then, on the other hand, we have candidates who stipulate preferred areas, such as certain states. They are anxious to secure a position, but only on the condition that the agency be in New England, or the Pacific Coast area. If the kind of a job they can fill occurs in another section of the country, they are not interested."

An examination of the table of "closed" positions during the first nine months of 1936 reveals that 854 positions in social agencies which had been registered with the JVS were "closed" during the period. The term "closed" as used by the placement agency indicates that the position was either filled by candidates submitted through the JVS, through some other means, or that the request was cancelled.

The records reveal that of the 854 positions, 290 were filled directly through the JVS; 73 were filled through assistance given by the JVS; 222 were filled through other mediums, while 269 positions were either cancelled or dropped during the nine month period.

This activity was somewhat less than that which prevailed during the same period in 1935, when 1083 open positions were listed, of which 361 were filled through the JVS; 81 were filled through assistance given by the JVS; 319 were filled through other mediums and 322 were either dropped or cancelled.

The percentage of placements either through the JVS or through assistance by the JVS was slightly higher during 1936 than during the same period in 1935, analysis of the figures show. Roughly, 40 per cent of the positions listed were so filled in 1935, while slightly more than 42 per cent of the positions listed were classed in that category in 1936.

Subscriptions and service payments received from organizations during the first nine months of

JVS Asked to "Stand By"

As flood water in the Ohio valley recede, plans for rehabilitating the scores of families left homeless and destitute in that region go forward.

The American Red Cross, in charge of disaster relief, anticipates a demand for trained social workers in this second phase of the program. In a wire to the JVS the Red Cross asked that organization to "stand by" prepared to recruit and supply workers on short notice when the rehabilitation program can get under way.

1936 exceeded those received during the same period in 1935. The 1935 total was $11,112 as compared with $12,474 received in 1936.

An examination of the placements in 1935 and 1936 on a geographical basis indicates that the area including New York, New Jersey and Connecticut (exclusive of New York City) produced 244 jobs in 1935 and 175 in 1936, while the middle Atlantic states produced 182 jobs in 1935 and 199 in 1936. During 1935 there were 252 jobs listed in New York City, which figure dropped to 166 in 1936. The area described as Mid-West produced 182 listings in 1935 as compared with 155 in 1936. The Western area listed 72 openings in 1935 but dropped to 37 in 1936. The New England area listed 52 openings in 1935 and 61 in 1936. The Pacific Coast area listed 42 jobs in 1935 and 33 in 1936. Listings in the South totalled 54 in 1935 and 26 in 1936. Foreign listings were 3 in 1935 and 2 in 1936.

While available tables in the JVS office do not reveal the number of placements in rural areas as compared to placements in urban areas, officials are frank in saying that they have difficulty in finding candidates for jobs in rural areas. This, they say, is attributable to the fact that workers prefer to work in urban agencies where there are all modern facilities, opportunities for further training, and in the case of recent school graduates, a chance to work under supervision not always available in rural areas.

The distribution of positions closed during the first nine months of 1936 reveals that the largest single group were in the family welfare field, 21 per cent of the total being listed in this classification. Child welfare workers were next in demand, as 19 per cent of the listed openings were in that type of work. Although the figures available do not differentiate between positions in public tax-supported agencies and those under voluntary support, 14 per cent of the listed openings were in the administrative classification in the public field. The next highest listing was in the medical social work field, 10 per cent coming under that classification. The balance was divided among such classifications as psychiatric social worker, recreation worker, vocational guidance, social work teaching, publicity, councils and federations, institutions, etc.

Discussing the movement of positions and the kinds of requests that come to the JVS from the public or private executive seeking recruits for his staff, Miss Quinn said: "Of course, the pressure is off somewhat this year, and as a result we are able to do a more careful job. For example, at the present time we are able to secure a more complete and detailed description of the available job than it was possible to get two years ago.

"Last year there was an avalanche of requests for recent graduates of schools of social work. These requests were usually accompanied by a very sketchy description of the job involved. This year we have been able to secure better and more detailed job specifications. This makes for better placements.

"The matter of residence which was relatively unimportant three years ago, is now an important factor in many public jobs. Jobs under civil service jurisdiction more frequently than not have residence restrictions. Recruiting candidates to compete for civil service jobs has become an increasingly time consuming task for the JVS staff during the past year as new public agencies have been set up in the various states. We attempt to notify eligible persons in the areas covered by such examinations of scheduled tests, urging them to register. This activity takes a great deal of time and effort, but we feel it is important to 'connect the wires' between qualified candidates and available social work jobs."

Looking to the future, JVS officials see an increasing use of the placement service by both public and private agencies. Better job analyses and specifications for social work positions and more complete records of candidates for those positions will produce a better matching of the person and the job, they believe.

JVS believes that for some time to come there will be more jobs than candidates—that is, available candidates who can adequately fill the jobs. "Our job will continue to be the development and refinement of the process of finding the right person for the right job."

Analysis of Successful Civil Service Candidates

An analysis of the results of a recent examination for probation officer in the Domestic Relations Court in New York City, made by the Municipal Civil Service Commission, reveals the academic and professional qualifications of the 194 successful candidates. Of this eligible list, the majority of whom were between 25 and 30 years of age, 31% held B.A. degrees and had majored in social science. Among the first 50 on the list, the per cent of those holding B.A. degrees with a major in social science was considerably higher (46%), and 18% of these also held M.A. degrees.

Those with some professional education constituted a much larger proportion of the first group of 50 than of the total list of 194, since 88% of the first group had had some professional training as compared with 45% of the total group. Of those with professional training in the first group, 32% had had from one semester to a full two-year

course in a school of social work, 12% being graduates of a two-year professional course.

The experience of the successful candidates was also analyzed, showing that 62% of the entire list had had two or more years of experience in social case work, and the 51% of the first 50 had had two or more years, the remaining 49% offering additional education as the equivalent of the second year of experience. The major case work experience for the first 50 on the list had been secured by 54% of the number in public agencies —the Emergency Relief Bureau, Department of Public Welfare or Board of Child Welfare, and in 36% of the cases in private agencies. Of the entire list, 75% had had their major case work experience in these public agencies.

UNEMPLOYMENT SURVEY PROPOSED IN SENATE

SIMILAR TO PLAN ADVOCATED BY AASW IN 1936

From The Compass May, 1936

A Federal Commission to Survey Relief Needs

The suggestion made by the Scripps-Howard newspapers for the appointment of a non-partisan commission of outstanding citizens, empowered to engage technical experts, to make a comprehensive survey of unemployment and relief, to the end that such a body could recommend to the President and the Congress a long range plan of public assistance, should win full support from social workers.

Such a commission could be expected to secure accurate facts on the extent of unemployment, the ability of state and local governments to share the expense of a relief program, the part which could be played by private agencies and the ability of industry to absorb the unemployed. Such data collected on a national basis by a fact finding commission and submitted with a recommendation for a long range program would be a great step forward in dealing with the problem intelligently and humanely on a national basis.

In submitting data on the extent of need to the House of Representatives Committee on Appropriations at a meeting of that body on April 13th, the AASW included in its material a recommendation that consideration be given to this proposal.

Chapters are urged to bring this subject to the attention of members for discussion, and in the event of favorable action, to communicate with their senators and congressional representatives urging the consideration of this suggestion.

New York Post Feb. 4, 1937

CONGRESS PUSHES JOBLESS CENSUS

Sentiment for It Growing After Long Debate at Passage of Relief Bill

WASHINGTON, Feb. 4 (UP).— Congressional sentiment formed today behind a national unemployment census as a first step toward determination of national policy on aid to persons unable to find jobs.

With President Roosevelt favoring a jobless census, Senator Carl A. Hatch (Dem., N. M.) and Senator James E. Murray (Dem., Mont.) announced that they would introduce tomorrow a joint resolution for a thoroughgoing study of all phases of unemployment.

It will include the extent and nature of the problem, administrative responsibilities, co-ordination of a long-term relief program, the number of unemployed, the number on relief and the possibility of re-employment as of June 1, 1937.

During the past ten months the Association has sought Congressional attention for a proposal that a federal commission be appointed to make a comprehensive survey and study of the whole problem of unemployment and relief looking toward the development of a realistic program of public assistance. During the past week there have been indications that such a proposal may receive consideration in the Senate. The AASW supports such a plan providing that a survey be directed toward securing all the facts necessary for a solution of the problem through provisions for adequate long-time planning but would oppose a survey based on a predetermined plan to reduce costs regardless of evidence.

Another Retirement Plan Adopted

The United Charities of Chicago has announced the adoption of a staff retirement plan, and the AASW National Division on Employment Practices regards this as another "notch" in the record. Members of the staff received notification that the plan would go into effect January 1, 1937, in the following letter from Joel D. Hunter, General Superintendent, showing that this action was taken by the Directors in recognition of the agency's responsibility for the welfare of the staff:

"The Directors of the United Charities have approved the adoption of a Retirement Allowance Plan for the staff, which will go into effect on January 1, 1937.

"The Plan as outlined on the following pages has been developed after careful study of modern annuity programs. In making this study a selected number of the staff have helped a great deal. Recommendations to the Board were made by the Budget and Business Management Committee and the Executive Committee.

"The Plan provides for annuities for both past and future service. The United Charities is paying the entire cost of the annuities in respect of past service. The cost for future service is divided. The Plan calls for the payment of a specified amount by all eligible staff members. The United Charities will make substantial additional contributions. . . .

"In taking this action the Directors of the United Charities have recognized the social obligation of the organization toward the staff members. I hope that it will provide the same sense of security and safety to all the staff members that it brings to me."

The plan in its general outlines is similar to that adopted a year ago by the New York Charity Organization Society (see *Compass* for May, 1936, for report on details of the COS plan), though there are certain variations in specific provisions.

Under the United Charities plan, for example, the employee's contribution is lower than under the COS plan (3⅜% instead of 5%), which means that the benefit is also somewhat lower. The retirement age under the United Charities plan is 65 years as compared with 60 in the COS.

The basis of eligibility is the same in the two plans, namely, one year of continuous service as a regular staff member, excluding temporary workers or workers-in-training until they become regular staff members. Responsibility for annuities covering past service of older employees is recognized by both agencies through a provision for payments by the agency amounting to 1% of the employee's salary for each past year of service. In the United Charities plan this applies to workers now over 35, while in the COS plan this coverage was provided for workers over 30.

Attention has been given in both plans to the necessary provisions for flexibility. If service with the agency is terminated after a five-year period (three years in the COS plan) the employee may receive an annuity at retirement age in the amount to which the contributions paid by him and the agency entitle him, or he may receive a cash refund covering all of his contributions, but not including the agency's. If the employee leaves the agency in less than five years (three years in the COS), he has the same two options, except that in neither case does he receive the contributions which have been paid in by the agency.

Arrangements may be made for retirement in advance of the normal retirement date at a reduced scale of retirement annuity, for repayment of the employee's contributions to a named beneficiary in the event of death, or for a reduced amount of retirement annuity to provide an income for a surviving dependent instead of the repayment of the employee's contributions to a beneficiary.

Insurance company regulations required 75% participation on the part of the staff to make retirement annuity plans of this nature effective. Though information is not available as yet in regard to the acceptance of the plan by the staff of the United Charities, the fact that 95% of the COS staff participated, even though the plan was actually made mandatory only for new workers, would indicate that more general adoption of such plans by social agencies, particularly in view of the fact that for the present, at least, they are excluded from the Social Security Act, would meet with full cooperation from employees.

Group Work Institute

A Group Work Institute is being offered by the School of Applied Social Sciences, Western Reserve University, from May 31-June 19, 1937. This is the first institute of its kind, its purpose being the analysis and evaluation of group work principles and methods through the exchange of experience between individuals and agencies, and through the discussion of the newly developing theory in the field.

Courses will be offered in principles of group work and group analysis, in the supervision of group work, in work with individuals in groups, and in the use of the skills in group work programs. A special seminar will be held for teachers of group work.

The Institute is open to a limited number of group workers who are college graduates and who have had at least two years of experience in a group work agency. Four points of academic credit may be secured if desired.

Information about tuition, registration, etc., may be secured from the Group Work Institute, School of Applied Social Sciences, Western Reserve University, Cleveland, Ohio.

From the Civil Service Assembly "Newsletter"

New Year resolutions suggested for public personnel officials in the Civil Service Assembly *Newsletter* for January, 1937, include the following:

To initiate and follow through a study on at least one research project covering some phase of public personnel administration.

To investigate "personnel taboos" to determine if they really exist or merely represent the opinion of minority groups who are conscientious objectors to good personnel practices.

To eliminate to the fullest possible extent all non-merit factors which today are used extensively in deciding personnel issues.

To cooperate with civic, professional, and employee organizations interested in improving and extending the merit system.

To promote, and cooperate in the promotion of employee training programs.

To overhaul the civil service machinery with a view to replacing worn-out parts and substituting new gears which have proved their worth.

To work closely with departmental officials in an endeavor to find workable and satisfactory solutions to their personnel problems.

In commenting on the outlook for the extension of the merit system in 1937, the *Newsletter* says: "The ferment which has been produced in 1936 seems likely to produce a potent brew of merit system extension and civil service improvement throughout the United States in 1937. A number of states which do not have civil service commissions may adopt them this year. This possibility seems most likely in Alabama, Arkansas, Florida, Georgia, Indiana, Michigan, Minnesota, Nebraska, and Tennessee."

In-service training as a means of obtaining better qualified personnel in the public service, the *Newsletter* reports, has been the subject of a joint study by the Civil Service Association, the American Municipal Association and the International City Managers' Association. In the report, which has recently been published, it is pointed out, says the *Newsletter,* that "only a small percentage of public employees have yet been reached by any type of organized in-service training, largely because of the lack of adequate financing. If the new program in this field is to succeed, the authors believe that it must develop along systematic lines. They urge that: (1) training programs within particular states be integrated; (2) early efforts be restricted to a few public service occupations; (3) no effort be made to standardize a program for all states; (4) a clearing house of training information be established."

It is hoped that the financing necessary for in-service training will be reinforced by the George-Deen Act of 1936 which permitted for the first time the expenditure of federal vocational education funds for this purpose. (No money was made available in 1936 but it is expected that the matter will be brought before Congress again this year.)

Goodrich Commission Reports in Pennsylvania

Recommending a permanent state-wide program of public assistance and relief under the direction of a single permanent state department, financed entirely from state funds, the Pennsylvania Committee on Public Assistance and Relief (Goodrich Commission) submitted its report, to Governor George H. Earle, December 15th.

Dean Herbert F. Goodrich, of the Law School of the University of Pennsylvania, chairman of the thirty-six member committee, appointed by Governor Earle to study the whole problem of public relief in Pennsylvania, presented the hundred and fifteen printed page report to the Governor with a recommendation that "prompt action be taken by the General Assembly in the direction suggested by the Committee."

In two preliminary reports the Committee treated the crisis in the Pennsylvania relief situation when state funds were exhausted during the summer of 1936 and made specific recommendations for meeting that crisis. The final report is confined to detailed and specific recommendations for legislative action necessary to establish the basis for permanent treatment of dependency in the state.

Of particular significance are the following recommendations:

1. That administration of general relief, unemployment relief, aid to dependent children in their homes and in foster homes, old age assistance and aid to the blind, be under the direction of a county board of assistance in each county.
2. That the cost of all such assistance administered by the county boards shall be assumed by the state.
3. That the various county boards of assistance be under the supervision of a single department in the state to be known as the state department of assistance.
4. That relief allowances be standardized throughout the state by the state department.
5. That all officers and employees of the state department of public assistance and the county boards be placed under the merit system.

These and other recommendations, if acted upon, will mark a departure from tradition, particularly in the abolishment of the local poor boards and the erasure of local financial responsibility for a share of the cost of general relief. The document promises to be the center of a controversy in the state legislature during the coming months.

Qualifications of New Members

What does the typical new member of the AASW look like as to education and training? Where is he or she employed? What type of position does he or she hold? These questions have often been asked and up until this year it was difficult to supply the answers. However, an examination of the 1156 accepted applications during 1936 produces enough significant information to permit the drawing up of a composite picture.

According to the tabulation of accepted applications (see table on opposite page) the typical new member measures up something like this. She is a woman (odds of nearly 5 to 1) between the ages of 25 and 35, holding an undergraduate degree supplemented with graduate work in a school of social work, and employed in a public agency (odds of 6 to 5) as a case worker in a non-supervisory capacity. She is a junior member of the AASW. The tabulation also makes available a great deal of pertinent information in addition to presenting a composite picture of the new member. It is interesting to note, for example, that more than 99% of those accepted for membership were admitted under the regular requirements for membership and that less than 1% were admitted under the exception clause (Section 6 of the membership requirements). The table also reveals that 70% of the incoming members were junior members and 30% full members.

While data for a full year are not available, a sampling of the junior member group over the past five months indicates that approximately two-thirds of the junior members have additional professional credits to complete before being eligible for full membership, while the remaining third need only additional paid experience in social work to be eligible.

The proportion of practitioners, or first line social workers, to supervisors and executives shows a definite preponderance in the former classification. This ratio is revealed as nearly three to one.

An examination of the fields of activity of those admitted to membership this year reveals a fairly even division between the public and private fields, with the public field slightly in the lead, 688 to 468. Although 378 of those employed in the public service are listed as engaged in emergency agencies, as opposed to 310 employed in permanent agencies, the figures may not present a true picture at the moment. Many of the agencies listed as temporary or emergency during the past four years are being transferred to a permanent status at the present time. For example, the New York State Temporary Emergency Relief Administration listed as an emergency agency during 1936 has since taken on a permanent status as the process of absorbing it into the permanent State Department of Social Welfare progresses. Similar transfers from temporary to permanent classifications are taking place in other areas.

Hospites Plans Activities on More Permanent Basis

Chapters and individual members of the AASW have cooperated from time to time in assisting fellow social workers abroad who have been victims of political upheaval by sending contributions for this purpose to the organization known as Hospites. Organized in September, 1933, Hospites has raised and disbursed over $7,000 from American social workers and their friends, mostly for the relief of displaced or refugee social workers who are still in Europe.

It has now become clear that the critical situation of German social workers, which led to the organization of Hospites, is not of a temporary nature. A recent statement issued by Hospites says of the present situation: "As time goes on, it is increasingly evident that the need is likely to continue, and that the spirit which it expresses is one which needs more than a temporary form of organization. It must, however, remain flexible, and it must be always confidential, though this is always implied in the mutual helpfulness of friendships, and the same spirit may extend to unknown friends."

Hospites therefore plans to put its program on a more permanent basis and suggests that social workers of the United States, who wish to have a part in this, establish a continuing relationship with the central body contributing annually in order that funds may be available to meet the needs as they arise and to deal with them in the most effective possible way.

The services rendered by Hospites have been both minor and major in nature but deep appreciation has been voiced in many letters on file with Hospites, no matter how small the service, for the expression of sympathy from professional colleagues.

Though most of Hospites funds have been used for the relief of social workers still in Europe, assistance has also been given to a group of a dozen or more who have come to the United States. This assistance has been other than financial, as transportation funds have not been provided. It has included advice in regard to emigration, procuring of affidavits of maintenance or employment to support their requests for visas, interesting settlement houses to furnish temporary maintenance, schools of social work to furnish scholarships and so on.

Hospites has also been able, in cooperation with

(*Continued on page* 16)

SUMMARY OF QUALIFICATIONS OF NEW MEMBERS ADMITTED JANUARY 1 — DECEMBER 31, 1936

	JUNIOR	FULL	SECTION 6	TOTALS
NUMBER ADMITTED	806	335	15	1156*
SEX				
Male	152	49	10	211
Female	654	286	5	945
TOTALS	806	335	15	1156
AGE GROUPS				
21 to 25	187	28		215
25 to 30	392	177		569
30 to 40	177	98	4	279
40 to 50	44	30	4	78
50 and over	6	2	7	15
TOTALS	806	335	15	1156
COLLEGE				
Undergraduate degrees	789	325	11	1125
2 years—less than four	17	10	1	28
Less than 2 years of college (Section 6)			3	3
TOTALS	806	335	15	1156
PROFESSIONAL TRAINING				
Undergraduate Courses				
Less than 1 year	71			71
1 year	81	42		123
Graduate Courses				
Less than 1 year	339			339
1 year—less than two	315	165		480
2 years		128		128
Section 6			15	15
TOTALS	806	335	15	1156
Graduate Degrees in Social Work				
Degrees for 1 year graduate course	25	34		59
Degrees or diplomas for 2 year graduate course		77		77
TOTALS	25	111		136
Graduate degrees in fields other than social work	60	26	4	90
Field Work				
In School of Social Work	783	333		1116
In Agency Training District	21	2		23
Special Field Work Project	2			2
Section 6			15	15
TOTALS	806	335	15	1156
AGENCY AUSPICES AND FIELD OF AGENCY				
Public Social Work				
Emergency Agencies	297	80	1	378
Permanent Agencies	235	69	6	310
Private Social Work				
Case Work Agencies	237	147	4	388
Community Organization	4	6	1	11
Group Work	16	9	1	26
Miscellaneous	4	5	2	11
Not employed—including students	13	19		32
TOTALS	806	335	15	1156
TYPE OF POSITION WITHIN AGENCY				
Executive	40	41	8	89
Supervisory	129	63	3	195
Practitioner	603	203		806
Specialist	21	9	4	34
Not employed—including students	13	19		32
TOTALS	806	335	15	1156

*Total Members January 1, 1937, 10,150.

1/5/37

a group of other interested agencies, to secure a ruling from the United States Department of Labor that persons whose status as social workers can be established can enter the United States without falling under the "contract labor" provision of the immigration law.

Additional information about Hospites may be secured from the Chairman, Mrs. John M. Glenn, or the Secretary, Joanna C. Colcord. Checks should be made out to Hospites and sent to 130 East 22nd Street, New York City.

The Association's Relationship with Other Agencies

The following statement was prepared by the Executive Secretary in response to frequent inquiries from the chapters as to the relationship of the AASW to other organizations. The statement, which was approved by the Executive Committee, has been sent to the chapters and is published here for the use of the membership as a whole.

The question frequently arises as to the relationships of the AASW or of individual chapters to other organizations. Such questions usually reflect problems of the extent to which the activities of other organizations may overlap some of the activities of the Association or of the extent to which certain organizations may be conducting programs in which members of the Association may be interested and which may or may not be within the area of professional activity. Social work is attempting to accomplish a great deal. It needs allies, it needs cooperation, and it needs support.

Answers to questions of this kind are found in the purposes and objectives of the agencies in question, including the AASW, and in the methods of establishing relationships most adaptable to the circumstances.

The Association's Purpose and Program

The purpose of the Association in very general terms is, "to increase the effectiveness of social work in meeting the needs of persons who come to it for any of the forms of assistance which social work performs."

The defined policy derived from that purpose might be condensed in the following terms:

1. In recognition of the professional aspects of social work, development of effectiveness in that field depends primarily on the advancement and utilization of knowledge about problems, motivations, and attitudes of human beings as these present themselves to social workers.

2. The embodiment of such knowledge is in the social workers, the personnel engaged in social work practice, or in those enabling positions which develop practice. The major concern of the Association is therefore focused on the problems of personnel standards; how social work knowledge may be imparted to workers, and how such workers may be utilized in service to the public.

Exemplifying this primary concern, is the fact that the membership requirements of the AASW are a device for raising professional standards in practice by means of formulating an approved minimum of education and practice.

3. In line with the policy of promoting utilization of higher standards of practice, for the protection of the client and the public, the Association works on the principle that such standards of work are protected by enlightened employment practices in which are involved matters concerning the stability and security of jobs, adequate remuneration, good working conditions, etc.

4. The AASW policy further considers it a part of the professional obligation and opportunity to make available for public use facts and data derived from practice which relate to public policy and to public information on subjects with which social work is engaged. It is further concerned with public provision for such social needs as are demonstrable from social work practice, and with cooperative effort with other organizations in bringing about such provision.

5. As the basis for each item of major AASW policy is the content and substance of social work practice, the AASW is naturally concerned with advancing the quality of such practice through further development of professional data, hypotheses and professional interchange.

Basis for Division of Work

The purposes above stated suggest that the profession of social work has an interest as broad as that of social work itself; that no question of clientele or organization, extent of programs, professional equipment or competence, management or practice, finance or legislation, is beyond the scope of professional concern. Division of work with other agencies (for it is not necessary to point out that the professional Association has only a small part of the means which can be directed to the development of social work) is therefore on the basis of the particular work which is needed on any subject. It should be remembered that many subjects on which other agencies are working, need the particular contribution which comes from the actual practice of social work. This is important because nothing which relates to social work is outside professional jurisdiction.

The Association's purpose and policies indicate, therefore, that its function is focused on the distinctive data and hypotheses of social work practice. The subject matter for the Association's work and expansion is accordingly defined by the facts and theories of practice.

It may also be assumed that the Association is not the only agency which is concerned with certain subjects. At the same time, there is none which is identical, so that the Association to function properly is required to maintain its own program, cooperating with such allies as it may find on any part of its program. Organizations which have closely parallel interests in certain subjects, may have entirely different methods of operation. The nature of the organization determines the way it works as well as its range of activity. Based on the Association's purpose and policies, its relation to the working conditions of social workers is held in consistent line with its relationship to standards of service. This provides, incidentally, the strongest influence for security and stability, but suggests certain particular methods by which these are sought. These might differ from those employed by another organization, such as a union or a guild. In legislation, the Association applies the principle that practice of social work discloses evidence, not otherwise available, which is needed in the determination of policy in regard to the extent and kind and setup of needed services. Application of this policy dictates certain kinds of activities. Other agencies, perhaps working on the same legislative matter, would have other methods and other limitations.

Professional Activity and Individual Interests

This definition of professional activity might be misunderstood if it implied in any way that the interests of social workers as individuals were only as broad as professional practice. It must be recognized that each may and probably does have other interests: political, social, religious, recreational, personal, educational and otherwise. These lead to other affiliations by individual members of the Association. Little question would be raised about this in relation to religious affiliation. It has not been as clearly seen in relation to political questions in recent years and a resulting confusion has existed as to whether the Association should not be the medium through which members might express their general discouragement over many situations outside the range of practice of social work, and also their support of programs of political reforms.

As a matter of fact, there is little reason why forum meetings, sponsored by the Association or chapters, might not have discussions of any subject, however far removed from professional practice, whenever such discussions are called for and are judged to be timely in relation to primary program. There would be a limitation only in the matter of official association expressions or alignments, as this would seem to be an improper use of the Association's authority to express opinions for members. It is not on questions of politics, or religion, or of anything except common professional social work concern, that the membership has been assembled into the Association.

Methods of Cooperation with Other Organizations

The development of effectiveness in the Association's own program requires a cooperative relationship with other organizations to prevent the distinctive purpose and policies of the Association from tending toward professional isolation.

The kinds of cooperation are many and may be adapted as the occasion may suggest, allowing in each case for the extent of cooperation needed. It is a matter of strategy or tactics with relation to the primary program. It is seldom necessary to develop formal alliances either to give or receive effective cooperation. Cooperation may develop through opportunities provided for other agencies to make direct appeals to the interest of Association members. It may be by cooperative work on the same subject without any question of commitments. The Association and chapters are frequently pressed by agencies of various kinds to join movements or organizations. As there are few, if any, organizations identical with the Association as to purpose and method, surrender of its independence or of the privilege of speaking for the profession or any actual merger with an agency or group of agencies, is unlikely to be in line with the whole program of the Association.

Taking part in committees representing various agencies is a familiar form of inter-agency cooperation. The form and purpose, and also developments, of such organizations are the important factors to observe in determining whether any undue commitments are required of those participating.

With full regard for the special reservations and requirements of the Association, it is possible to develop broad areas of cooperation with other agencies.

Community Studies of Social Work Personnel

THERE are insistent problems in social work today which have to do with personnel, and are so fundamental that upon their wise solution depends much of the future effectiveness of the profession. No program of social work can successfully achieve its aim except through good personnel who have adequate opportunity to use their abilities. These problems of personnel which constantly crop up are seldom clear, but are entangled in tradition, half knowledge, uncritical assumptions.

It is valuable to all the profession then, when one community takes stock of the facts about personnel and the conditions of work in social agencies. For no matter how distinctive a local prob-

lem may seem, its counterpart, perhaps in slightly different dress, may be found in many a locality. A recent study of this nature made by the Boston Council of Social Agencies, in cooperation with the Boston Chapter of AASW, provides useful specific illustrations of these common pressing problems.*

Recognizing the "importance of well-equipped staffs in agencies as a primary essential for high standards of service," the Council made this study as the fifth of a series on personnel practices in order to get up-to-date information "to answer some of the questions raised as to the education, professional training, length of service, and salaries of workers at present employed in Boston agencies." Unlike the earlier studies which covered only private agencies, this study included four public agencies as well as fifty-eight private ones.

The reports on salaries in case working agencies, in settlements and youth agencies, and on education and professional training in both groups of agencies are treated in some detail. Policies as to annual vacations, sick leave, and retirement allowances are also summarized. A comment in an earlier study (1934) indicates that in Boston, as in most other communities, a contract between the agency and the new worker is not yet accepted practice. Since this study did not report on this point, it may be assumed that there is little change. It would be interesting to know how many of the agencies participating, even though they avoid the term "contract," have discovered and made use of the procedure of clearly stated policies and salary scales as a basis for their personnel practice.

The salaries reported seem on the whole rather low. A comparison included in the study indicates that the median salary for case workers in family and relief agencies was $100 a year lower than in New York City, and for medical social workers was $200 a year less than for comparable positions in other Eastern cities; those for executives and supervisors were considerably below salaries paid such workers in Cleveland and New York. A table makes clear an interesting comparison between case workers' salaries in public and private agencies, and between different fields of case work.

SALARIES OF WOMEN CASE WORKERS IN BOSTON AGENCIES*

	Private				Public
	Total	Family	Children's	Medical	
Lowest	$ 840	$1260	$1092	$ 840	$1320
Median	1543	1553	1657	1430	1809
Highest	2497	1800	2497	2000	2160
Total number of workers	167	52	51	64	120

*Table II p. 5, Salaries and Training of Social Workers in Boston Agencies, July, 1936.

*Salaries and Training of Social Workers in Boston Agencies, Including Data on Sick Leave, Vacations and Retirement Allowances. —Boston Council of Social Agencies; July, 1936.

In settlements, salaries for full time workers, excluding executives, varied from $750 to $2750 per year. There seemed to be as little standardization of jobs as of salaries. In youth agencies the range was also wide, from $710 to $3325 for non-executive positions.

Salaries of executives and sub-executives and supervisors varied greatly according to the size of agency in all types.

"It is a commentary on the present salary and training standards prevailing in case work agencies," says the report "that the private agencies of Boston with higher standards of education and training offer lower salaries than the public agencies. And in the private agencies themselves, on account of the employment of the experienced and older workers without formal training in the supervisory positions, there is no correlation between training and salary." This is an accurate description of conditions in many other communities as well as in Boston, which makes clear certain issues we must face in social work, if we are to warrant recognition as a profession. The low pay, with comparatively high standards is undoubtedly a reminder of the "apprenticeship" method, which is increasingly being replaced with professional education in schools of social work. The kind of educational experience provided in the performance of the job was supposed to make up for the lower salary. Today, the profession is asking more critically what kind of job experience is educationally valuable. It is also having to face the question of whether, save in exceptional persons, long experience without professional education can provide the kind of leadership needed in supervisory and executive positions in professional service. There can be no immediate and easy answer, but finding out the facts, as the Boston Council has done, is a valuable first step.

"Most of the private case work agencies . . ." the report states "have set up definite educational and training qualifications for new workers. In many agencies these qualifications call for both college graduation and professional training in a school of social work." These are for new workers, however and "do not apply to the older workers who were engaged before present standards developed." This indicates another related and very common problem. Many agencies are taxing their resourcefulness and their resources to continue improving the quality of their professional service and at the same time to fullfil human obligations to workers once valuable in the service of the agency, but now a drag upon its progressive program.

In Boston two-thirds of the women workers in case work agencies were college graduates, and some who did not have degrees had attended col-

lege one or more years. One half the women workers had training in a school of social work. "Seventy percent of those in social work less than ten years had graduated from at least a one year's course at a school of social work, compared with thirty-two percent of the older workers." Of the men, about the same percentage had college degrees, but only three of twenty-nine had graduated from a school of social work.

"The extent to which workers in different types of case work agencies had professional training varied somewhat. In the family field, 45% of the women workers, 43% in the children's field, and 63% in the medical social field had completed at least a one year's training course in a school of social work. In each of these fields it was the younger rather than the older workers who were more usually equipped with specialized training."

"Positions in the public agencies included in this study are under the state civil service. Educational and training requirements for social work positions under the state civil service have changed from time to time but have always been low. In examinations for positions in the Old Age Assistance Division, given in 1931, the requirements were for education equivalent to graduation from a four-year high school with the addition of (a) one year's experience in an approved social work agency or (b) one year's training in a school of social work or (c) college graduation. In 1935 an examination for the position of junior social worker required high school graduation plus one year's experience in a qualified social agency. In April, 1935, the Legislature amended the Civil Service Act by dispensing with all educational requirements as a condition of taking civil service examinations except in respect to professional positions for which educational requirements are imposed by statute. There are no statutory requirements for social workers."

"Consequently, no high standards or uniformity can be expected in the educational qualifications of the social workers employed in public social work. Great diversity in training was reported. . . . Three-fourths of the women and two-thirds of the men were not college trained. . . . Eight men definitely stated they had not graduated from high school. Professional training in schools of social work was reported by a minority."

"In the specialized work of the mental hygiene clinic of the Department of Mental Diseases and also in the Division of Adult Hygiene of the Department of Public Health, standards of training were high—nearly all the social workers reporting either professional training or college education or both."

"No fixed standards for professional training have been developed for positions in settlements and youth agencies, although individual agencies have set up their own standards. College education for new workers is coming to be a requirement. It is generally recognized that schools of social work have not worked out programs for training to meet the needs of this field." But "less than half of the workers in the settlement houses . . . reported completion of college courses"; about 16% reported school of social work training. Many workers had special training in some subject such as music or art, which helped in the performance of their particular job, but was not professional social work education.

In the youth agencies, about half the workers were college graduates. Only two had graduated from schools of social work. Many of the others had had special training related to their particular agency's program.

Here again we see an illustration of one of the general problems of social work; the content of professional education. We have in the past considered training to perform specific functions of an agency as professional education so that we have not yet achieved a basic discipline for social work as a foundation upon which particular skills and interests may build complementary parts of a sound social program.

Of the policies on annual vacations and on sick leave, little need be said. Four weeks' annual vacation with pay seems to be most common, though there are variations which include an extra week in the winter in some agencies, or one week less for workers than for supervisors and executives. In the public agencies four weeks vacation is achieved in four years, i.e., one week the first year, two the second, three the third.

"Few agencies in Boston have set definite policies for sick leave with pay." In most of the family and children's agencies, the practice provides thirty days where needed. One of the questions which a study such as this suggests is whether agencies and workers are not both better served when the policy in this as in other such matters is explicit and understood by all.

Two years ago, twelve out of sixty-two agencies reported that they had made provision for retirement allowance. "A recent check shows that these same twelve retirement plans are still functioning on the same basis." They are in general of two kinds: those which involve employee contributions, as for example the system of the YWCA; and those which deal with each case of retirement as it arises on its individual merits. The study makes no detailed comparison between the various plans, a task in itself, and of course beyond the scope of this survey. It does quote the recommendations of the AASW committee as to provisions to be considered in annuity plans for social workers: no impediment to changing

positions, provision for older employees, possibility of withdrawal from the plan, flexibility of terms.* This subject is one that is due for much study and experiment, and perhaps offers a partial solution to some of the problems of personnel mentioned earlier.

On the basis of its findings in this study, the Boston Council of Social Agencies is planning further examination of opportunities for study and training for staff members of Boston social agencies and also of the adequacy of salary scales. In its examination of the local manifestations of these important and common problems, the Council is wise to keep in close relationship these two aspects—preparation and remuneration—for good standards in both these matters go far to attract able persons to the practice of the profession.

*See *The Compass*, April, 1936, pp. 11-12.

The use which has so far been made of this series of studies and the effect on policies and standards in Boston agencies, have been summarized as follows by the Boston Council:

"Council studies on salary and personnel practices have proven useful from three standpoints; first, attention has been focused upon existing personnel practices with the result that informal procedures have tended to become rather definite policies; second, a body of factual data has been provided by which salary levels for social workers in Boston may be compared with those in other sections of the country; third, board members have frequently consulted the study reports in making necessary salary reductions during the depression, and similarly in readjusting salaries in the recent recovery period."

RACHEL C. GROSS

SPECIFICATIONS FOR PUBLIC WELFARE POSITIONS IN SOUTH DAKOTA

The South Dakota Chapter has prepared and placed in the hands of the State Public Welfare Commission recommendations for the development of the public welfare services based on a merit system of selection with a definite classification of positions and specifications for each position. The specifications, which are given in full below, are a particularly interesting addition to others which have been published in THE COMPASS, *since these are the first which have been received from a Western State. The chapter has recommended standards in these specifications which it believes are pertinent to the present stage of social work development in South Dakota.*

THE South Dakota State Chapter of the American Association of Social Workers respectfully submits the following recommendations on organization personnel and employment practices, in the hope that they will be of assistance in planning the development of a public welfare program that will meet the needs and fit the conditions existing in the State of South Dakota.

Essential to the development of a public welfare department capable of coping with the public welfare problems of the state is the removal of positions in the department from the "patronage class," and the establishment of a well defined merit system for all positions in the department.

All vacancies in the department should be filled by the appointment of persons from lower grades within the department who meet the minimum qualification requirements for the position, or by competitive examination of persons seeking employment, who possess the minimum qualifications of the position to be filled.

Every encouragement should be given employees to obtain further professional training through a system which provides for leaves of absence to obtain professional training and the granting of scholarships when funds are available to provide this opportunity. The following organization and classes of personnel are suggested at such times as it is found necessary to make adjustments in the organization of county welfare offices, and to employ new personnel to replace or increase the number of workers already employed by the public welfare department.

County Organization

As a rule, one social worker should be employed for every one hundred cases under care. In counties where the caseload is so large as to require the employment of more than two social workers, a county welfare director should be employed. In counties with a smaller staff, the office should be in charge of a case worker who has demonstrated executive ability.

Supervision

To coordinate the work of the several counties, to explain and interpret policies of the state office, to guide, direct and train social workers employed in the county offices, it is essential that an adequate staff of highly qualified supervisors be employed.

Personnel Classifications

To the end that social service employees in the Department of Public Welfare may be selected

on the basis of merit and be compensated equitably, the following classifications are suggested. These classifications have been designed with the resources of the state in mind. They are so constituted as to allow for the development of the public welfare programs of the state. At the same time, they set minimum standards which experience in the relief and public welfare programs of the state has shown to be essential to efficient and equitable public welfare administration.

The suggested salary scales are designed to make positions in the department as attractive to high calibre personnel as are other comparable professions in the state. They are so constituted as to make possible automatic increases in salary for successful performance of duties and to encourage a striving after professional excellence on the part of social service employees.

CASE AIDE

Salary—$75.00 to $90.00 per month; vacation with pay, fair sick leave. It is recommended that there be a salary increase of $5.00 per month every six months until the salary has reached $90.00, which should be the highest to be received without qualifying as a Social Investigator.

Age—21 to 35 years, inclusive. Only persons of outstanding qualifications to be accepted outside the preferred age limit.

Duties—To be employed under the supervision of a case worker; to establish the eligibility of applicants for public assistance; to discontinue assistance when the applicant is no longer eligible; to administer assistance in such ways as to enable the recipient to derive maximum benefit (i.e., advice in regard to budget, household problems, etc.), to make available such supplementary services as the organization is equipped to render, or to refer clients to appropriate agencies offering those services when such a need exists. To assist with office work and in routine relief cases, but not to be expected to handle cases involving complicated social problems and requiring the services of a trained case worker.

Requirements—Graduation from a four-year high school. Three years' experience in a public welfare agency, or its equivalent. Qualify on the basis of competitive examination.

SOCIAL INVESTIGATOR

Salary—$90.00 to $125.00 per month; vacation with pay, fair sick leave. It is recommended that there be a salary increase of $5.00 per month every six months until the salary has reached $125.00 per month, which would be the highest to be received without qualifying as a case worker.

Age—23 to 40 years, inclusive. Only persons of outstanding qualifications to be accepted outside the preferred age limit.

Duties—Similar to those of a case aide, but entailing the assumption of responsibility for self-direction and, if required, for certain administrative details. To plan the handling not only of an individual case, but a case load as a whole; to render all services without interfering with the integrity, self-respect and self-confidence of the recipient. In counties having a case load of less than fifty, a Social Investigator who has demonstrated administrative ability may be placed in charge of an office, when better qualified persons are not available.

Requirements—Graduation from a college or university with a four-year course for which a bachelor's degree is granted. At least one year of paid field experience. Qualify on the basis of a competitive examination.

JUNIOR CASE WORKER

Salary—$115.00 to $150.00 per month, vacation with pay, fair sick leave. It is recommended that there be a salary increase of $5.00 per month every six months, such increase to be contingent upon a satisfactory performance of duty and professional advancement.

Age—23 to 40 years inclusive, only persons of outstanding qualifications to be accepted outside of the preferred age limit.

Duties—Shall be the same as those for Social Investigator, and in addition, handle cases involving social problems requiring skilled case treatment, and to assist in the supervision of other workers.

Requirements—In addition to the educational requirements for social investigator, the Junior Case Worker must have had post-graduate study in an approved school of social work, and must have had some successful paid experience in a public welfare agency. Qualify on the basis of a competitive examination.

SENIOR CASE WORKER

Salary—$115.00 to $185.00 per month, vacation with pay, fair sick leave. It is recommended that there be a salary increase of $5.00 per month every six months, such increases to be contingent upon satisfactory performance of duties and substantial professional advancement.

Age—25 to 45 years. Only persons of outstanding qualifications to be accepted outside the preferred age limit.

Duties—The same as those for Social Investigator, and in addition to handle cases involving social problems requiring skilled case treatment, and to supervise or assist in the supervision of other workers. Case workers with demonstrated administrative ability shall be placed in charge of offices in counties employing fewer than three social workers.

Requirements—In addition to the education requirements for Social Investigator, the case worker must have had post-graduate study in an approved school of social work, plus three years of successful paid experience in a public welfare agency. Qualify on the basis of a competitive examination.

COUNTY WELFARE DIRECTOR

Salary—$100.00 to $200.00 per month, automatic salary increases to be provided. Positions involving increased responsibilities because of larger case loads, population of counties, additional administrative duties and other factors, should be correspondingly compensated.

Age—25 to 50 years. Only persons of outstanding qualifications to be accepted outside of this age limit for original appointment.

Requirements—County Welfare Director must have proven ability as an executive and a broad understand-

ing of the welfare program. It is desirable that the Director have had previous experience in the welfare program as a worker or a supervisor. It is essential that Directors be persons of outstanding character, so that they may meet community leaders on an equal footing, and have the respect of the welfare clients. Applicants who have had previous successful experience in the welfare program should be given preference over those who have not. Qualification should be on the basis of competitive examination.

The Committee on Training Courses of the New York City Chapter has taken the responsibility for several years of compiling and distributing information about courses available to social workers in the area of the chapter. It has just issued a leaflet giving this information in brief form for the current year. Courses are classified in three groups according to their purpose: (1) full time graduate courses carrying professional credit; (2) extension courses carrying professional credit, or regular academic credit or no credit; (3) undergraduate courses which are background or preprofessional in character. Free distribution of the leaflet is expected to make it possible to reach a large number of persons who now lack any means of distinguishing between courses and between purposes of different courses.

* * *

Chapters of the AASW frequently wish to communicate with other chapters regarding their programs or special projects, but feel hampered in doing so because they do not know who the officers are. The national office is always ready to assist in promoting interchapter correspondence by forwarding communications between chapters.

From the Book and Periodical Shelf

Supervision in Social Case Work. Virginia C. Robinson, University of North Carolina Press, Chapel Hill, N. C. Price $2.50.

The need to help, which has precipitated so many of us into the practice of social work, has been our devil and our saint. Because our choice of profession has involved so much of ourselves, we have been able to be vital in performance; but, earnest men and women that we are, how often we have tended to try to do too much too fast; and this in the teaching and supervision of social case work no less than in its practice. Failure, frustration, and discouragement have been the inevitable results of attempting tasks little limited and poorly defined.

Miss Robinson's *Supervision in Social Case Work*, through the author's ability to define and limit, does much to dissipate our confusion and brings to the field of supervision the same clarity her earlier publication brought to case work.

The early chapters, after placing supervision in the field of learning as a process primarily educational rather than therapeutic, define learning in physiological and psychological terms, and so lay the foundation for an understanding of what basically is involved in the development of the professional social-work self through supervision.

The latter chapters deal concretely and simply with the actual teaching-learning process involved in supervision, from the point of view both of the teacher and the learner. Of particular interest is Miss Robinson's treatment of the use of criticism and praise, of factors entering into any evaluation of the student's work, and his emphasis on developing responsibility in the student rather than on focusing on imparting knowledge and experience with scant regard for the use the student is able to make of them. Miss Robinson describes and illustrates differences in learners to a greater degree than she does differences in teachers. This is perhaps a part of our "Great Expectations" of case workers in relation to clients, of supervisors in relation to students, and gives us pause lest we, whether supervisors, teachers, or case workers, attempt to place too unrealistic curbs on our impulsive selves.

Case material drawn from actual student and supervisor experience contributes much to the clarity and value of the book, as do the excellent summaries at the end of each chapter. The giving in some detail of a case carried by a first-year student with her own comments on what she saw happening to the client and to herself, is excellent illustration of many points made in the text. A chapter dealing with variations in the learning process during the second year, and one on the development of supervisory capacity through the acquisition of knowledge, development of teaching ability and achievement of a high degree of personal integrity, self-consciousness, and responsibility, conclude a book which, as our current reviewers put it, will be on the "Must List" of every thoughtful practitioner, supervisor, and teacher of social case work.

In summarizing her own philosophy of supervision, Miss Robinson emphasizes its growth out of one professional school—"What has been said here offers no rules or procedures applicable in any other situation since these have value and meaning only when they are an outgrowth of the factors in the situation where they are used. What I have hoped to bring out in this book, underlying the particular practices of one situation, is the fundamental nature of the learning process which is set in motion in professional education for social case work, especially in the supervisory-teaching relationship."

If social case work is a profession, must there not evolve a body of knowledge, a philosophy, and within broad limits a method of supervision sufficiently generic to be independent of any one pro-

fessional school or group of practitioners? Our changing practice in the rapidly changing field of social case work calls for skill indeed, if we are to maintain sufficient integrity to practice and teach on the basis of what we now know, without ceasing to learn. This is the whole problem of learning which Miss Robinson has described so well. Since we who are teachers are also learners, it is applicable to us as to our students, although in a less formal way. Perhaps the only way we can manage at all at this time is to limit ourselves to one school of thinking. But this cannot be the end; the search for philosophy, knowledge, and method which are generic must go on.

Supervision in Social Case Work, in identifying supervision as an educational rather than a therapeutic process, points the need for continued clarification of similarities, differences, and overlapping in the field of education and therapy, particularly as they are exemplified in social case work, social group work, and in the teaching and supervision of social case work. Here is a monumental task toward which we have all been building. An important cornerstone has been laid in the publication of Miss Robinson's book.

RUTH SMALLEY

Board of Education,
Dep't of Visiting Teachers,
Rochester, N. Y.

"The Status and Rights of Injured Relief Workers," Isadore Polier and Frank J. Donner, *Columbia Law Review*, Vol. XXXVI, No. 4, April, 1936, pp. 555-614, Kent Hall, Columbia University, New York City.

If one had any doubt as to the ambiguity and uncertainty in the status of WPA employees, no more convincing evidence could be found than that contained in this review of compensation provisions for relief workers. Mr. Polier and Mr. Donner have provided a carefully documented summary of the experience of the past few years, and have pointed out some of the problems involved.

Beginning with a brief review of English experience, the effect of that on poor laws in the U. S., and the continued development by withdrawal of special groups from provisions of the poor law, they point out that a crucial question is whether modern unemployment relief and work relief is a continuance of the movement to delimit the powers of the poor law, or merely an extension of the poor laws themselves.

Against the background of provisions for work relief in the U. S. since 1929, they discuss the question of whether a relief worker is a worker or a relief recipient, i.e., is he under contract of employment or merely performing work for which relief is paid in the form of wages. If he is compensable, as an employee, is the present standard, a percentage of the wage adequate since the wage is based on need?

To answer these fundamental questions, the authors review the provisions under the various federal agencies since 1932 and those now in force. They point out that with the shift of responsibility to the states four kinds of answers have been given by the states.

1. Relief workers are employees within the meaning of the compensation law.

2. Relief workers are not employees within the compensation law and no substitutes are provided.

3. Relief workers by special statute are excluded from the regular compensation law but compensation is provided for them.

4. Relief workers are considered not to be under the compensation law, but provisions are made through administration of the relief statutes.

Each of these ways of meeting the problem is examined and the states which have used them are listed. The exclusion of the relief workers from the provisions of the compensation law is analyzed and two cases are critically examined so that the various decisions of the courts, their reasons, and alternative reasons which would have resulted in different decisions, are set forth. Where special statutory provisions are made, each state has followed a different plan. This is also true where relief administrations have assumed the responsibility for compensation. It seems clear that the effect of the federal provisions is widely felt, for no state's plans provide for greater compensation than the federal maximum under the revised bill of 1934. But the administrative plans, having more flexibility, have developed a workable technique and experimental attitude even though they as a rule can provide no assurance for continuing benefits after the cessation of the relief provisions.

In a final discussion of the problems of administering compensation provisions for relief workers, the second question of whether, if a relief worker is compensable, the present standard is adequate, is answered in the negative. The hardship caused by the 50 to 70 per cent of wage as the rate of compensation, when the wage is intended only to meet the budget, and of the waiting period, are pointed out. The authors suggest that new provisions applicable to relief workers should be incorporated into plans designed to provide for them.

RACHEL C. GROSS.

Chairman, AASW,
National Division on
Employment Practices.

Miss Edna Zimmerman
1016 South Fourth St.
Springfield, Ill.

THE BOOKSHELF

THIS BUSINESS OF RELIEF. Proceedings of the Delegate Conference, American Association of Social Workers, Washington, D. C., February 14-16, 1936. American Association of Social Workers. 179 pp. Price $1.00.

For the past three years, chosen delegates from widely scattered chapters of our American Association of Social Workers have made an impressive gathering in the National Capitol, bringing their testimony as to conditions and the obvious success or failure of the various relief schemes tried.

Now, however, for the first time printed reports of the outstanding papers presented at the 1936 conference are offered for wider reading in the small volume, "This Business of Relief," edited by Walter West, the Association's Secretary, which he fittingly characterizes as "an important part of the record on the puzzling problem of relief, which is the latest and perhaps most difficult of government's major concerns."

Here is the testimony of outstanding leaders in social work who are strongly advocating continuing federal relief. At least their evidence and arguments should have a hearing. There is Miss Grace Abbott's clear review of the relief chronology of the depression; Miss Marcus' outstanding paper with its incisive statement that "Society's resentment of burdens which its habitual philosophy does not accept breeds ready suspicion of the reality and justice of the claims which unpreventable catastrophe makes upon it."

There is the testimony offered by Aubrey Williams, Deputy Administrator of Works Progress Administration, countering on some of the statements and proposals made by others. . . .

It is to be hoped that our executives generally will get and circulate as widely as possible this most useful little volume. W. H. P.

from
Boston Council of
Social Agencies
BULLETIN

TEAR OFF HERE AND MAIL

Please accept my order for..... copies of *This Business of Relief*, the Proceedings of the 1936 Delegate Conference, at $1.00 per copy.

Attached is my check or money order for $.....

Mail to *address indicated.*

NAME.....

STREET AND NO.....

CITY OR TOWN.....

STATE.....

(Please print plainly)

N.B. Only those orders accompanied by checks or money order can be accepted.

FILL OUT BOTH COUPONS

From

AMERICAN ASSOCIATION *of*
SOCIAL WORKERS
130 East 22nd Street
New York, N. Y.

NAME.....

(Print plainly in ink)

STREET AND NO.....

CITY OR TOWN.....

STATE.....